

Global Programmes

Priorities

Ensuring equal rights and access by **refugee women** to all aspects of protection and assistance provided by UNHCR, is central to the Office's refugee protection mandate. This policy commitment is grounded in international agreements and standards, such as the Beijing Declaration and Platform for Action, and the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW).



Colombia : Even when they return home, women face a harsh future. Returnee community on the Cacarica river. UHNCR / L. Boscardi

UNHCR employs various strategies to make good this commitment, including: elaborating policy guidelines and training materials; providing technical advice and support to operational units; pursuing consultations and partnerships with refugees, particularly women; piloting innovative approaches to empower refugee women; and monitoring and evaluating field-related activities.

During the global consultations with refugee women in 2001, the High Commissioner made five commitments: the promotion of women's equal participation in leadership and decision-making; equal participation in the distribution of food and

non-food items; individual registration and documentation of refugee women; support for integrated sexual and gender-based violence programmes at national levels; and the inclusion of sanitary materials within standard assistance packages provided to refugees. These commitments continue to be implemented in practical and measurable ways.

Other strategic interventions to empower refugee women and promote gender equality are based on the recommendations of the donor-led 10-year

review of UNHCR's Guidelines for the Protection of Refugee Women, as well as the results of the Global Consultations on International Protection, contained in the Agenda for Protection. Ongoing revisions to the *Guidelines for the Prevention of Sexual and Gender-based Violence*, the *Guidelines on the Protection of Refugee Women* and the *Policy on Refugee Women*, will also be geared to improve protection of refugee women.

UNHCR will aim to overcome challenges such as the recent allegations of sexual exploitation of refugee women and children

by humanitarian workers. Elaborating measures to respond to the age-specific needs of refugee women, particularly adolescent girls and young adult women, will be of critical concern. The Office of the Senior Co-ordinator for Refugee Women will contribute to ensure that a broad constituency of its staff are equipped with a conceptual understanding of issues relating to gender and women's rights, and with the requisite tools for redressing gender inequalities and promoting women's empowerment in all operations. Expanding advocacy for gender equality with partners outside of UNHCR, in refugee communities (including men) will be equally important. The challenge of trans-

forming unequal relations between women and men, deeply entrenched in practices and traditions at personal, social and institutional levels, requires a long-term programming approach. Mainstreaming gender equality must thus be understood as a process requiring continuing commitment and competencies.

In 2003, the Office of the Senior Co-ordinator for Refugee Women and Gender Equality, working in close collaboration with UNHCR field offices, will undertake a range of activities to meet the above objectives. These will include:

- Providing technical advice and support to operational units and field offices. Monitoring tools will be developed to assess implementation of the High Commissioner's five commitments to refugee women and the recommendations of the 10-year review of the Guidelines for Protection of Refugee Women, and the Agenda for Protection. Technical support missions will be undertaken to strengthen the gender programming capacity of field offices, including support to facilitate co-ordination of multi-sectoral gender teams and networks.
- Technical expertise will be provided to support the development of a global strategy to prevent and address sexual and gender-based violence (SGBV), including sexual exploitation. The revised Guidelines for Prevention and Response to SGBV will be disseminated and guidance tools will be developed to facilitate application of the Guidelines.
- Developing, updating and field-testing of training tools and methodologies: A training of trainers (TOT) manual based on the People Oriented Planning (POP) framework will be developed. A series of regional TOT workshops will be held to build up a roster of staff to undertake wider training activities using the POP framework. Gender awareness training activities will be undertaken at country and regional levels.
- Innovative pilot initiatives for the empowerment of refugee women: pilot initiatives to promote women's economic, social and political empowerment will be implemented. Legal literacy training will be conducted to promote the rights of refugee women in Guinea and Sierra Leone, and leadership training to enhance the skills of women representatives on camp committees

and leadership development structures in the Mano River Union countries.

- Expanded advocacy and partnerships with key stakeholders: Dissemination of documentation on lessons learned about strategies for the empowerment of refugee women and the promotion of gender equality. Joint programming partnerships will also be initiated with relevant humanitarian and development partners within the UN system. Ongoing activities to build a constituency of men advocating gender equality in East and West Africa will also be broadened.

Refugee Children including Adolescents make up some 40 per cent of the refugee population worldwide and remain a policy priority for UNHCR in 2003. The 1989 Convention on the Rights of the Child (CRC) and its two Optional Protocols provide the normative framework, while UNHCR's 1993 Policy on Refugee Children, the 1994 Refugee Children Guidelines and the 1997 Machel Follow-Up Strategy provide the overall protection and assistance framework for meeting refugee children's rights and needs.

UNHCR's Refugee Children Co-ordination Unit (RCCU) based at Headquarters works to incorporate the concerns of refugee children including adolescents into the mainstream of all UNHCR activities. The unit is made up of a Senior Co-ordinator for Refugee Children and two other staff. Five Senior Regional Advisors (SRA) for Refugee Children are responsible for the East and Horn of Africa and the Great Lakes; West and Central Africa; Southern Africa; Central and Eastern Europe, Central and South-West Asia; North Africa and the Middle East. In 2003, the SRAs will provide technical support, advice and training to managers and field staff who are responsible for translating UNHCR's policies on refugee children into action. UNHCR is benefiting from the expertise in child protection provided by the stand-by arrangements with Save the Children (Norway and Sweden) of experienced Community Service Officers for a period of three months or more in emergencies. A similar arrangement with the Norwegian Refugee Council ensures that Education Officers can be deployed to refugee operations around the world for up to six months.

The project *Advocacy for and Support to Protect and Care for Refugee Children* constitutes the



Angola : Children attending school. Viana refugee Camp. UNHCR / L. Boscardi

framework and the funding base for the activities of the RCCU. The objectives of this project include: formulating and disseminating policy; providing field support and capacity-building; promoting inter-agency co-operation on a range of critical children's issues; and strengthening advocacy for the effective protection of and assistance to refugee children. The RCCU will also participate in joint activities with other sections and units within UNHCR in related areas, such as gender equality, community development, education, reproductive health and HIV/AIDS and sexual and gender-based violence.

The RCCU has played a key role in formulating the Plan of Action to implement the recommendations of the evaluation report *Meeting the rights and protection needs of refugee children – an independent evaluation of the impact of UNHCR's activities*. In

2003, the Unit will collaborate closely with the Inter-Departmental Working Group set up to support and monitor the implementation of the recommendations endorsed by UNHCR. The Unit will, moreover, undertake selected field missions to assist in the implementation, monitoring and reporting of UNHCR's activities related to child protection and care.

Research initiatives will be supported with the aim of re-assessing and refining UNHCR's policy on refugee children. In 2003, the RCCU will promote the incorporation into field operations of the recommendations of the participatory research study on *Promoting the Protection and Capacity of Adolescents Affected by Armed Conflict* undertaken in 2002 by the Women's Commission for Refugee Women and Children.

The “Roots & Shoots” youth programme, created by the environmentalist Dr. Jane Goodall, is being field-tested in a selection of pilot countries. The goal is to integrate “Roots and Shoots” into a larger number of UNHCR programmes in 2003.

The Global Consultations process in 2002 included a session focusing on refugee children, hence issues concerning refugee children are prominently reflected in the Agenda for Protection and in the Plan of Action to implement that agenda in 2003. A working group to enhance co-operation with UNICEF, co-chaired by the RCCU, has been established, and efforts to further strengthen this strategic partnership will continue in 2003. UNHCR will continue to co-operate closely with the Geneva-based NGO sub-group on Children in Armed Conflict and Displacement. The Regional Advisors on Refugee Children will, through collaboration with the relevant NGOs in the field, further develop joint strategies and build on UNHCR’s and the NGOs’ complementary roles in advocacy, implementation and monitoring.

Action for the Rights of Children (ARC) is a rights-based inter-agency training project aimed at increasing the capacity of UNHCR, governments and NGO staff to protect and assist children of concern to UNHCR, beginning at the onset of emergencies and continuing right through until durable solutions are found. The International Save the Children Alliance, UNICEF and OHCHR are partners in this project. ARC co-ordination, formerly handled by UNHCR, was recently transferred to the Geneva office of Save the Children. In 2003, the RCCU will provide financial support to the project; promote extensive and intensive use of the resource packs within UNHCR; disseminate ARC material to partners; promote its use; and participate in training and follow-up activities in the field.

Efforts to promote the implementation of UNHCR’s policy on **older refugees**, endorsed in March 2000, will continue and expand into new areas in 2003. Country offices are being encouraged to ensure that the distinct needs and resources of older refugees are reflected in UNHCR’s protection and assistance work. Activities to strengthen the community development approach in UNHCR country operations and to engage older refugees in the planning and review of programmes will

stress the importance of mobilising and consulting regularly with older refugees. In particular, the unique roles that older refugees can play will be emphasised in new expanded HIV/AIDS programmes for refugees. They can be carers (e.g. for orphans and through home-based care) or opinion-setters (to change attitudes to HIV/AIDS). Similarly, education programmes will be encouraged to seek to use older refugees as a resource in both formal and non-formal learning activities, such as engaging older refugees in discussions and learning sessions with refugee students on specific topics. Where appropriate, older refugees may be given incentives in recognition of their efforts in these activities.

The brochure *Older Refugees: A Resource for the Refugee Community* will be disseminated in English, French and Arabic editions. UNHCR will also continue its inter-agency collaboration at the regional and global levels on issues related to older refugees.

The 20th meeting of ExCom’s Standing Committee called on UNHCR to put in place its **community development** policy, in such a way that it func-



Guinea: Many of the refugee population are often older persons. Here, older refugee woman from Sierra Leone in Katkama camp. UNHCR / L. Taylor

tions as an integral component of all UNHCR activities, and to ensure its promotion among implementing partners. The policy involves UNHCR and implementing partners engaging refugees as active partners and empowering refugee communities to find ways to protect and to support themselves. It also calls for involving them in all phases of programme implementation.

Certain country operations have already employed elements of a community development approach in their protection and assistance work – for extended periods – with positive results. These experiences will be documented and publicised to highlight the efficacy and value of such an approach. A number of training initiatives such as People Oriented Planning and Action for the Rights of Children have also helped UNHCR and implementing partners to gain knowledge and skills that support a community development approach. In some instances, however, various factors have undermined community-based efforts. These include: budget reductions, when community development fails to achieve priority status in resource allocation; frequent turnover of UNHCR and implementing partner staff, which hinders continuity; and new emergencies. In addition, the relatively short UNHCR planning cycle and the tendency for “top-down” planning, *inter alia*, often result in UNHCR activities being developed and implemented without the benefit of the participation and resources of the refugee communities.

Although many community services officers have professional training and are assigned formal responsibilities for community mobilisation, the success of a community development approach requires close alignment of the efforts of management, protection, field, programme and technical staff of UNHCR and its partners. This is not always accomplished.

Recently completed evaluations on UNHCR’s work with refugee children and refugee women have identified the essential role of community participation in the protection of refugee children and refugee women. The evaluation of the community services function, due to be completed in late 2002, will also contribute to the development of an organisational strategy and long-term plan of action that will lead to community mobilisation

enhancing UNHCR’s core protection mandate. In late 2002, the Health and Community Development Section will engage key partners in developing this action plan, and will undertake a systematic review of field-based experiences and relevant training materials.

In 2003, five pilot projects will be initiated to strengthen the capacity of field-based teams to apply a community-based approach in their day-to-day work. One of these will be in an urban setting, where UNHCR faces a special challenge in consulting with and promoting the participation of diverse and geographically dispersed refugee communities. Parallel to this, training initiatives will be developed in collaboration with other functional and specialist units to strengthen the community-based approach in UNHCR’s work. Recognising that early mobilisation of refugee communities is essential to promoting community-based protection mechanisms, and to self-reliance in later phases, UNHCR will promote community-based organisations as well as refugee community initiatives to strengthen community participation in the emergency response phase of operations. Collaboration with partner institutions such as Save the Children (Sweden and Norway), which deploy community services officers to emergencies, will continue to play a crucial role in achieving these goals.

The decade since the 1992 Earth Summit has seen UNHCR conceptualise, develop and implement a far-reaching, integrated policy on **environment** and a natural resource management programme in refugee and returnee situations. This policy entails measures that help ensure the physical protection of refugees from the onset of an emergency to longer-term management that precludes costly and time-consuming restoration work by safeguarding the environment at a time when heavy demands are placed on natural resources. Lessons learned in these processes have helped reshape thinking, and approaches have become increasingly practical and community-oriented.

Having provided the conceptual and institutional backdrop to recent environmental management activities, UNHCR’s *Environmental Guidelines (1996)* will be revised to take into account the latest experience in UNHCR field operations. Several



Sudan: Eritrean refugees preparing tree seedlings at a tree nursery in Showak camp. UNHCR / R.Wilkinson

new principles will be added to the new version in early 2003. Similarly, guidelines on *Environmental Considerations in the Life Cycle of Refugee Camps* will be disseminated. These will focus on influencing the way in which camp sites are selected and subsequently developed and managed: site selection being the most fundamental, and arguably the most sensitive, part of the environmental work of UNHCR.

Drawing on experience from studies conducted in field operations and at Headquarters, work on the Framework for Assessing, Monitoring and Evaluating the Environment in Refugee Operations (FRAME) project is expected to reach a conclusion in 2003. By then, a range of tools, guidelines and proven methodologies on environmental assessment, monitoring and evaluation should be available for consultation and application. Some additional resources will need to be set aside for 2004, in order to deliver tailored training packages to field offices and partners, and ensure that practitioners receive a good briefing and grounding in the correct use of these essential, and increasingly important methodologies. The FRAME Toolbox is expected to win widespread interest and approval at the field level.

As managers and field personnel become increasingly aware of the practical activities being pro-

motored, and of the growing wealth of information, guidelines and handbooks on the environment, the need for training programmes becomes all the more necessary. While UNHCR's environmental management programme continues to stress the use of simple, efficient, culturally appropriate and cost-effective tools and systems, it is nonetheless essential that the persons supervising the introduction and modification of environmental concepts or practices are completely familiar and at ease with them. The successful series of Regional Environmental Management Training programmes is therefore set to continue in 2003 in Africa and in Central Asia/ Western Europe. National training workshops will be supported in all regions through the provision of funds to allow these meetings to take place, as well as the deployment of qualified trainers to assist in the process. Particular emphasis will be placed on training of trainers, as a cost-effective means of spreading experiences without the need to rely indefinitely on assistance from UNHCR Headquarters.

Based on the findings of a pilot study with the World Wide Fund For Nature (WWF), UNHCR will focus on proactive refugee camp-site selection in areas far from sensitive ecological sites, and will draw up strict management practices for any sites within such zones. Appropriate strategies for camp closure will be defined, with an emphasis on environmental restoration, drawing in the resources and experiences of other qualified partners.

Following the experience gained in 2002, after celebrating World Environment Day, the now popular resource pack will be updated and expanded to include experiences and feedback from field operations where activities in relation to this event were held. More practical guidelines for outreach activities, and promotional materials for prize-giving and as other incentives will be provided in 2003.

By the end of 2003, UNHCR aims to have an extensive new range of environmental education guidelines and materials for dissemination. Unlike in its previous work on formal environmental education activities, UNHCR will focus increasingly in 2003 on non-formal means of raising awareness of environmental issues. Schools will remain the focal point of this programme, with the introduction of new teaching materials, including educational

games, and the formation of more school “eco-clubs”. The latter, in particular, should benefit from links with the “Roots and Shoots” initiative, supported by UNHCR and the Jane Goodall Institute (see Refugee Children section for details). Other activities foreseen include the strategic deployment of environmental education focal points to countries wishing to develop a comprehensive programme of environmental education, as well as the printing and dissemination of new booklets, posters and other materials in local languages.

A small, dedicated group of UNHCR Environmental Co-ordinators and Environmental Focal Points in the field offices are key to the effective promotion, delivery and maintenance of this work. As demands grow for more responsible and appropriate environmental interventions and better management programmes, there is a growing need for additional personnel in these key functions. A strengthening of this function is foreseen in 2003, which should help raise the standard of environmental management programmes in selected countries in Africa and Asia.

Just as the Earth Summit charted much of UNHCR’s policy and guidance on environmental management for the past decade, so it is hoped that the 2002 World Summit on Sustainable Development will influence the way in which refugees, and their camps and settlements, are conceived and managed.



Health-Related Projects (HIV/AIDS programmes)

present a complex challenge requiring a multi-sectoral approach with the committed co-operation of all actors. UNHCR has developed a Strategic Plan for 2002-2004 on HIV/AIDS and Refugees which builds on lessons learned in HIV/AIDS programming. The Strategic Plan is based on a human rights framework and is divided into three major areas: 1) Prevention, with an emphasis on behavioural change and communication; 2) Care and treatment, including programmes to reduce discrimination against, and improve the quality of life among people living with HIV/AIDS; and 3) Surveillance, monitoring and evaluation of HIV/AIDS programmes. Since the launch of the strategic plan at UNHCR’s Advisory Group meeting in February 2002, UNHCR has worked diligently to

implement the plan’s objectives. To this end, a senior HIV/AIDS technical officer began work in September 2002 at Headquarters and pilot projects have commenced in East Africa.

UNHCR will attempt to ensure that essential HIV/AIDS services are available to refugees in all countries where UNHCR is working, i.e. safe blood supply; a range of reproductive health initiatives including prevention of sexual violence programmes; universal precautions in health centres; and education for the prevention of HIV/AIDS. Voluntary testing and counselling services and programmes on the prevention of parent-to-child-transmission will be implemented in numerous refugee camps and settlements throughout the world. Work will continue on “youth-friendly” projects emphasising education, peer counselling and novel approaches to communicating information on HIV/AIDS. In 2003 UNHCR will emphasise monitoring and evaluation, documentation and dissemination of material on lessons learned, and standardisation of programming. Pilot projects for comprehensive HIV/AIDS programmes in chosen camps will begin in West, Central and Southern Africa and regional HIV/AIDS co-ordinators will have to be appointed to help co-ordinate the activities in those sub-regions.

The fight against HIV/AIDS must be undertaken in partnership with other UN agencies, NGOs, host governments, and donors. The Inter-Agency Standing Committee on HIV/AIDS in Emergency Settings was reactivated in March 2002 and UNHCR will play a major role in its activities during 2003. These will include the revision of guidelines for HIV/AIDS in emergencies as well as improved mechanisms for co-ordination and response during emergencies. At the same time, the development of regional strategies is imperative. UNHCR will continue in 2003 to work with the UNAIDS-led Mano River Union Initiative for West Africa and will also focus on the Great Lakes Initiative against AIDS. At the country level, UNHCR will become more involved with the UN HIV/AIDS theme groups and work with them to include refugees and other persons of concern in their strategic plans.

Enhanced **Emergency and Security Management** will remain key policy priorities for UNHCR in 2003. The Emergency and Security Service (ESS) will lead the efforts to address these priorities, and



U.S.A: Marine Corps Base Camp Lejeune, North Carolina. Workshop on Emergency Management Training where staff members are trained for deployment to refugee emergency situations. UNHCR / J. Hegenauer

in close co-ordination with the regional bureaux and field operations, will support enhanced emergency and security management through:

- continuous monitoring of emerging and actual refugee emergencies, the potential for repatriation, and situations of significant risk to UNHCR staff members;
- maintaining and developing institutional and situational preparedness through a broad range of stand-by emergency response resources and mechanisms;
- building the capacity of UNHCR staff members and of partners; and
- developing partnerships to support effective emergency and security management for refugees and for UNHCR staff members.

Through enhanced emergency and security management, ESS will contribute to more timely and effective protection for refugees, returnees, and other persons of concern to the Office.

In 2003, ESS's objectives are organised around three key themes: (i) improved services delivery; (ii)

improved partnerships; and (iii) the ongoing organisational development of the Service. These are predicated on a philosophy of and commitment to the continuous improvement of ESS.

ESS's key priorities in 2003 are:

- strengthening the capacity of ESS to provide improved emergency and security management services to UNHCR Headquarters and response capacity to field operations;
- ensuring the compliance of UNHCR field operations with UN Minimum Operating Security Standards;
- promoting the appropriate and effective governance of UNSECOORD;
- building and supporting capacities within UNHCR related to the security of refugees in refugee and returnee-populated areas.

Through its **emergency-related projects**, UNHCR will continue to maintain in Copenhagen a Central Emergency Stockpile of non-food items (blankets, plastic sheeting, jerry-cans, cooking stoves, kitchen sets, etc.) designed to meet the initial

needs of 250,000 beneficiaries. In addition, a minimum stock of four-wheel-drive vehicles, trucks and pre-fabricated warehouses will be maintained for deployment to emergency operations.

Regional emergency preparedness will be reinforced through six sessions of adapted situational emergency training for UNHCR and its partners in the countries/regions concerned.

Three emergency response team (ERT) rosters will be established. The Emergency Preparedness and Response Section (EPRS) will hold training workshops for emergency managers for people on the rosters, some 75 UNHCR staff and over 40 staff of partners and other UN agencies on stand-by. The ERT, combined with the staff available for deployment within ESS, is the primary emergency response mechanism in the organisation.

ESS will also work on: (i) the development of its enhanced analytical capacity, information management and tools for early warning to improve monitoring of potential refugee situations (including refugee/staff safety); (ii) policy research and development of guidance/tools to address insecurity in refugee/returnee situations; and (iii) policy research and development in the areas of mine action, small arms disarmament, and co-operation with the military.

Other Activities

Promotion of Refugee Law and Dissemination of Refugee Principles among Law Makers:

In 2002, The Inter Parliamentary Union and UNHCR, jointly produced a *Handbook for Parliamentarians: A guide to International Refugee Law*, which is designed to inform members of Parliaments of the basic principles of International Refugee Law and associated practical problems. The Handbook aims to draw the attention of policy makers to the need for implementation of national refugee legislation. The joint publication is currently available in English, French, Japanese, Hindi, and Bulgarian. Spanish, Russian, Arab, German, Greek, Italian, Hungarian, Polish and Portuguese versions will be available before the end of 2002 or in early 2003. Translation into Korean, and Czechoslovakian is foreseen for 2003.

UNHCR will disseminate refugee law in 2003 by means of specialised courses to provide protection training for UNHCR and non-UNHCR staff. UNHCR also envisages strengthened partnerships with key universities, institutes and agencies focusing on international humanitarian law (IHL) and international human rights law (IHRL). UNHCR will continue to collaborate with the Human Rights Institute in Strasbourg and will participate in the Advanced Military Course, the International Humanitarian Law Course and the Round Tables organised by the International Institute of Humanitarian Law in San Remo (Italy).

During 2003, four refugee law courses, two in English, one in French, and one in Spanish, will be organised in co-operation with the Institute of International Humanitarian Law in San Remo. These courses are important institutional capacity-building activities for government counterparts. They are mainly for officials involved in national refugee status determination procedures, academics and NGO representatives managing refugee programmes. The number of courses organised in 2003 will depend on the level of funding received by the Institute from its two main donors. In Asia, UNHCR will co-sponsor a regional course on refugee law organised by Bangalore University for the South East Asian region. Similarly, a new course on refugee law, which is being organised by the Calcutta Research Group in co-ordination with the University of Calcutta will be co-sponsored. In Latin America, UNHCR, jointly with the Inter-American Court will offer a course in International Refugee Law, if funding is available.

Capacity-building for NGOs: UNHCR will provide support to the Reach Out Training Project, whose objective is to increase knowledge of protection principles among humanitarian field workers employed by NGOs, the IFRC and the National Red Cross and Red Crescent Societies. Seven workshops and three training-of-trainers sessions are scheduled for various field locations in 2003. However, the programme will not go ahead in its full form unless sufficient funds are made available.

Resettlement Projects such as the Resettlement Deployment Scheme managed in co-operation with the International Catholic Migration Commis-

sion (ICMC) will continue to be an example of partnership and a useful enhancement of UNHCR's capacity to process resettlement cases in the field.

All relevant training programmes now cover management of resettlement and associated issues of accountability. A specialised Learning Programme focusing on refugee status determination and on resettlement processing of individual cases has been designed and will be implemented in the field in 2003.

Working closely with the relevant Regional Bureaux, the Refugee Status Determination (RSD) Unit, through the **RSD Project**, will continue to play its part in providing field support to some key RSD operations. The Unit will assist field-based staff specialised in RSD to revise procedures and in the adjudication of refugee claims. Upon request, the RSD Unit will also support governments in the establishment of national RSD procedures and eligibility commissions and in reducing the number of pending claims.

In accordance with the new policy on evaluation to be introduced at the beginning of 2003, a growing proportion of the Evaluation and Policy Analysis Unit's (EPAU) work will be devoted to supporting and participating in **evaluation and policy analysis projects** undertaken by other entities within UNHCR. EPAU will introduce a number of new tools to support these projects: a guide to the management of evaluation projects; a "toolkit" for UNHCR offices that wish to organise participatory self-evaluation workshops; and an introduction to evaluation for staff members deployed to field operations.

EPAU's work programme for 2003 will focus on some of the central themes of the Agenda for Protection, including: reinforcing the search for durable solutions to refugee situations; meeting the protection needs of refugee women and children; and protecting refugees within broader migratory movements.

Improving **refugee registration** is a key priority for UNHCR. Discussions during the Global Consultations on International Protection, resulting in the Executive Committee Conclusion 91, highlighted the fundamental importance of enhanced

registration procedures and tools for field offices and host governments. Registration is an important link between assistance, RSD, and the traditional durable solutions: voluntary repatriation, resettlement, and local integration. Recent experiences in Afghanistan, as well as throughout Africa, amply demonstrate the need for reliable registration data to prepare for and manage return movements, minimising the "revolving door" phenomenon, and to organise equitable and secure resettlement activities.

Improvements in the quality of registration are best achieved through enhanced focus on registration, and through changes in the processes, tools and skills of support staff conducting registration and maintaining the data. Four major areas of action in 2003 will be:

- designing new processes and standards to improve the quality of registration;
- developing new, but simple tools (e.g. biometrics with appropriate software) to help make registration tasks more uniform and effective;
- providing direct support to field operations carrying out registration activities;
- ensuring that existing staff are well-versed in the procedures, standards, and tools for carrying out registration activities.

In September 2002, the High Commissioner decided to provide additional momentum to registration activities by increasing staff resources in the Division of Operational Support (DOS). Under the direction of the Director of DOS, the **Project Profile** team will focus on the development of new practices, procedures, guidelines, and technology systems to support registration. Project Profile will be governed by a project board chaired by the Deputy High Commissioner, with the Assistant High Commissioner as an alternate. Other board members will include the Directors of the Department of International Protection, the Division of Communication and Information and the Regional Bureau for Asia and the Pacific. A key activity for the Project Profile team will be the establishment of standards for registration and documentation practices, ensuring that registration fulfils its critical role as a prerequisite for the legal and physical protection of refugees. The 1994 Registration Handbook will be revised and updated by early 2003. New data-management

tools will be developed to give field offices the support they need to manage registration data. The use of biometrics and other identification tools are being carefully considered to determine the most appropriate use of this technology for refugees and others of concern to UNHCR. In late September, UNHCR in Pakistan will test iris scanning, a form of biometric technology, to evaluate its potential benefit in a voluntary repatriation context. Profile staff will visit selected field locations in late 2002, to consult with registration officers and monitor activities.

Working in tandem with Project Profile, also under the Director of DOS, the Population and Geographic Data Section (PGDS) is responsible for all ongoing registration support to operations. The Field Systems Development Unit of the Information Technology and Telecommunications Service provides technical support to operations for registration database management. Numerous field registration activities will be given increased support in terms of expertise and increased resources. The results of a comprehensive DOS survey of registration practices and operations, due in early October 2002, will provide valuable baseline data on existing practices and standards for future work in 2003 and beyond. At Headquarters, the Registration Working Group including the representatives from each of the regional bureaux, with revised terms of reference, will meet regularly in 2003 to exchange information about on-going registration activities and field support requirements, as well as to provide input to the Project Profile in areas requiring particular attention.

In 2003, **Public Information and Media Projects** will focus on increasing the daily provision of timely, accurate and relevant news and information collected by UNHCR's global network of information officers and a central news and editing desk at headquarters. UNHCR's public website will be further improved and expanded to directly disseminate updated news and information about UNHCR and its work worldwide. The site will integrate more audio/video clips and graphics, as well as special pages on regions and programmes. In order to reach a wider audience, the Office will also increase the number of UNHCR websites in individual countries, each in the national language but with the look and feel of the main UNHCR website.

Electronic publishing will be reinforced by a variety of printed publications/materials, including the quarterly *Refugees* magazine, the global reports, brochures and pamphlets; information bulletins; photo feature packages; press releases; calendars; cards; and posters, including a new three-poster set highlighting the annual statistics on refugees and contributions made to UNHCR by major donors. The Office also recently compiled a roster of international camera crews to allow for more rapid collection of video footage on various UNHCR operations and emergencies, which will then be edited by the Video Unit and quickly sent to international broadcasters through the European Broadcasting Union. The Visibility and Distribution Unit will develop additional, functional field visibility items and distribute them to offices worldwide to further enhance the profile and security of UNHCR field staff.

In 2003, the Private Sector and Public Affairs Service's (PSPA) main goal will be to continue to support **Private Sector and Public Affairs activities** and develop related expertise in UNHCR offices and National Associations worldwide. The PSPA workplan methodology, which forms the basis of UNHCR's financial, human and technical support to its national associations and field offices, was tested in 2002, and will be ready for implementation in 2003. The Service will focus on a limited number of private sector fund raising markets to ensure the most efficient use of UNHCR's limited investment resources. The four main public affairs pillars which serve as an integral part of the private sector fund raising strategy are: World Refugee Day, the Goodwill Ambassador Programme (international, regional and national), the Nansen Refugee Award (to be awarded in June 2003), and Outreach to Youth, which will increase the awareness of youth on refugee issues. In addition, the Service will continue to disseminate some of its most popular educational materials for awareness raising, and some materials will be updated and adapted for use on CD-Rom. UNHCR will also develop a web-based educational game which will be developed in Germany, Spain and Greece, based on an existing game, "Refugee for a Day."

Since its evaluation of the staff development function in 1999, UNHCR has been pursuing a staged enhancement of learning opportunities for its staff

through its **training-related projects**. The first step for the Office was to define a strategy and develop the now finalised UNHCR Learning Policy and Guidelines. The second step for the organisation was to provide a range of learning products and activities consistent with this strategy. These products and activities fall into the following six categories:

- an Induction and Orientation programme for new and reassigned staff, which has now been finalised with the completion of a CD-rom and toolkit;
- five core learning programmes of which four (protection, operations, middle management and senior management) have been developed;
- generic learning activities targeted to most staff, accessible at low cost and in bite-size pieces;
- training for clearly defined functional groups. This training will be targeted to a smaller group of staff and may be more extensive in nature than the generic training, providing more detail than the core learning programmes;
- training in new policies and priorities such as the

Code of Conduct, which requires initial extensive training and which will then be mainstreamed, as appropriate, into the categories above; and

- an external studies programme.

In 2003, the development or delivery of new learning opportunities will continue. These will include the Resource Management Learning Programme, 40 e-learning courses, a programme in refugee status determination (RSD)/resettlement, a protection programme for senior staff, external relations study modules, enhanced learning tools for representatives, and a gender programme. While doing this, the Staff Development Section (SDS) will constantly reassess whether the learning activities are aligned to organisational priorities.

SDS will also begin the process of formally evaluating new learning programmes, beginning with the management learning programmes. The Section will also undertake an independent evaluation of the overall impact of the new learning strategy.



Afghanistan: Ensuring that children attend school is a UNHCR priority. Kabul. N. Behring-Chisholm

When the learning programmes are ready, UNHCR will be in a position to give its staff and managers a comprehensive overview of the various learning options. A crucial element of increased staff awareness of the various learning programmes will be to enhance the learning portal on the UNHCR internal website, which will provide details of the learning options, as well as allow direct access to enrolment forms or even, in some cases, on-line programmes.

As soon as SDS has developed enough training programmes to meet the various needs of staff, the Office will work towards linking these programmes to other human resource processes, such as performance management reporting and career planning. UNHCR will promote the use of the performance appraisal report (PAR) as a learning planning tool; enforce the compulsory use of some of the learning programmes for career development; and consider learning programmes as a tool for assessment and the develop a personal multi-year planning tool, so that staff can plan their learning activities in a logical manner.

Education plays a central role in the provision of protection to refugees, in all phases of operations. It is important that **education programmes** are planned on the basis of information analysis and with due regard to the needs identified by refugees.

In 2003, the Education Unit at Headquarters will undertake a situation analysis and review of budget expenditure on education as a first step towards establishing benchmark information on refugee education issues. The information will be key to a better understanding of refugees' difficulties, firstly in gaining access to education, and then in keeping up school attendance, even (or especially) at the primary level. It will also be useful in identifying priority education activities in various sectors. The review will be undertaken in collaboration with the Bureaux and their respective country operations. Pilot projects will be initiated in countries with low enrolment rates. These pilot projects will study factors such as the refugee community's involvement in education and other aspects of education. Country operations will be supported and guided to focus on issues that affect the availability and quality of basic education.

Post-primary education programmes and scholarships in 50 countries will continue through partner agencies, the Albert Einstein Academic Refugee Programme-DAFI as well as the Houphouet-Boigny Peace Prize Trust Fund. Life Skills Education, both formal and non-formal will include learning about HIV/AIDS, health and sanitation, environment, mine awareness, as well as peace education. These will be strengthened and expanded in collaboration with the technical sectors concerned. The Peace Education Programme (PEP) will expand its formal and non-formal components to include new countries requesting the programme. PEP materials will now be tested in operations outside of Africa. As the PEP has been endorsed by the Inter-Agency Network for Education in Emergencies, UNICEF and UNESCO will be part of the planning and implementation process in countries reintegrating refugees, with the expectation that in time these agencies will take over the implementation of the programmes. It is foreseen that in some countries where similar programmes have already been initiated, these will be mainstreamed, thus releasing funding for new country programmes.

UNHCR will continue to establish and strengthen partnerships, including deployments and other inter-agency arrangements, to augment its operational response and technical support capacity in the education sector.

In 2003, UNHCR will seek more effective ways of **linking humanitarian assistance to longer-term development**. In striving for durable solutions for refugees, the promotion of sustainable reintegration and the expansion of local integration possibilities for refugees are two of the strategic goals set out in the 2003 Annual Programme Budget and highlighted by the Agenda for Protection. Indicators of progress will include the development of initiatives related to self-reliance, peace building and assisting refugees to become agents of development.

This approach requires UNHCR to initiate and strengthen partnerships with development actors and governments, allowing the inclusion of refugees and returnees in national development plans. To this effect, in 2002, the High Commissioner launched the "4Rs" – Repatriation, Reintegration, Rehabilitation and Reconstruction, and "DLI" –



Afghanistan: A refugee and his son who returned from Pakistan rebuild their home that was destroyed by the Taliban in the Shomali Plain in the village of Istalif. UNHCR / N. Behring

Development through Local Integration – initiatives, in partnership with UNDP and the World Bank. Sri Lanka, Eritrea, Zambia, Angola and Sierra Leone have been identified for piloting such programmes in 2002 and 2003. The planning, programming and implementation of the 4Rs and DLI programmes would be country-driven, with a bottom-up approach. These initiatives will take place in an integrated manner, with participation by UN Country Teams and bilateral and multilateral donors, and NGOs: with ownership of the entire process by the government and the populations concerned.

In 2003, UNHCR will develop, build and strengthen partnerships to ensure the sustainability of solutions for refugees. In this respect, UNHCR will continue to work with ILO and other agencies. UNHCR will explore ways to reinforce partnership with the New Partnership for Africa's Development (NEPAD) actors, promoting durable solutions for refugees as an integral part of NEPAD's efforts to develop peace and security on the continent.

UNHCR will continue to develop tools and guidelines to promote conditions conducive to durable solutions (for example, operational information management systems, checklists and training

manuals) using the expertise of development actors to build the capacity of its own staff and its implementing partners.

Programme Support Activities

Executive Direction and Management

The Information Technology and Telecommunications Service (ITTS) primarily serves UNHCR staff, but will also assist implementing partners and host governments when necessary. ITTS ensures that information technology systems and telecommunications function in UNHCR offices worldwide. It is responsible for managing infrastructure and technology, monitoring application systems and data, developing new systems, and enhancing and supporting existing ones. It also works with businesses to explore new technology that would best meet UNHCR's needs.

Many of the Office's resources will be devoted to upgrading existing infrastructure in 2003. Many of these have been in place for at least four years and need to be upgraded. Investment in such upgrades will ensure that UNHCR can use current, rather than obsolete, technology.

Priorities set for 2003 are:

- to upgrade the Headquarters and field office infrastructure to the Windows XP operating environment;
- to support the Management Systems Renewal Project (MSRP) by providing an independent working environment for developing new programmes and assisting in the efficient data conversion from the existing computer system to incorporate the new programmes;
- in addition, planning for the installation of a global Wide Area Network (WAN) infrastructure will start. This will enable the PeopleSoft systems to run in field offices;
- upgrades will be made to the Email system in UNHCR's field offices as well as to the Local Area Network (LAN) operating systems in many offices;
- a new project called Profile is being initiated currently (see section above for further details). It will replace UNHCR's existing refugee registration system. It is expected that ITTS will be a partner in the analysis, design and development of the new registration system during 2003.

UNHCR's **Management Systems Renewal Project (MSRP)** is a scaled-down and results-focused version of the Integrated Systems Project (ISP) which was suspended in June 2001. The MSRP is designed to address fundamental issues of operability and accountability in UNHCR's Finance and Supply Chain by simultaneously upgrading practices and procedures in these areas. Improvements will be made in two main areas: the tracking of funds through the organisation, in order to report accurately on expenditure; and the accuracy with which goods can be tracked from purchase to final delivery or distribution. The ready availability of information on the simplest possible technical infrastructure will facilitate field logistics and ensure competitive buying making the most efficient possible use of funds. The MSRP will be managed with a transparent and detailed budget plan that will prioritise regular, tangible results.

Emergency-related Projects – please refer to Emergency and Security Service (above)

Department of International Protection

Resettlement Field Support – please refer to Resettlement projects (above)

Division of Human Resource Management

Training of UNHCR Staff – please see Training-related projects (above)

UNHCR will offer **voluntary separation** opportunities to mitigate the effects of staff reductions by providing incentives for voluntary separation and early departure and/or retirement. These packages are offered as and when required, as a result of the organisation's setting of priorities, and financial constraints. Special staff costs include expenditure related to staff who are between assignments and waiting to be assigned to a new duty station.

Division of Financial and Supply Management

Development of New Systems – please see the Division of Financial and Supply Management in the Headquarters chapter.

UNHCR will provide **staff housing** benefits for internationally recruited staff members serving in the most difficult duty stations, where housing is non-existent or unavailable at reasonable rates, and where basic services (such as electricity) and/or basic household equipment is unavailable or extremely expensive.

Budget (USD)	
Priorities	
Refugee Women	700,000
Refugee Children and Adolescents	1,430,000
The Environment	1,195,000
Health-Related Projects (HIV/AIDS)	1,800,000
Emergency-Related Projects	2,040,000
Sub-total	7,165,000
Other Activities	
Promotion of Refugee Law and Advocacy	460,000
Resettlement Projects	2,950,000
Protection – Related Projects / Voluntary Repatriation ¹	1,512,000
Evaluation and Policy Analysis	1,135,000
Registration / Project Profile	1,250,000
Public Information / Media Projects	7,937,100
Training-Related Projects	850,000
Education Projects	623,000
Linking Humanitarian Assistance to Longer-term Development	600,000
Miscellaneous ²	1,045,000
Sub-total	18,362,100
Programme Support Activities	
Executive Direction and Management	
– Application Development and Support Section – Field Support ³	19,231,622
– Emergency and Security Service ⁴	9,593,668
Department of International Protection	
– Resettlement Field Support	194,000
Division of Operational Support	
– Support to Operations Management ⁵	497,100
Division of Human Resource Management	
– Training of UNHCR staff	3,570,482
– Special Staff Costs Including Voluntary Separation	5,141,000
Division of Financial and Supply Management	
– Development of New Systems	789,100
– Staff Housing	630,000
Sub-total	39,646,972
GRAND TOTAL	65,174,072

¹ Includes costs for assistance to individual refugees in various countries (USD 12,000), refugee status determination project (USD 1,080,000), legal and policy research project (USD 180,000), provision of protection information (USD 180,000), and voluntary repatriation of individual refugees (USD 60,000).

² Includes costs for NGOs – liaison and support for effective cooperation (USD 240,000), Imagine Co-existence projects (USD 70,000), secretariat for the Commission on Human Rights (USD 225,000) short-term consultancies and organisation of workshops (USD 300,000), insurance costs, inspection of goods (200,000), and non refugee legal matters (USD 10,000).

³ Includes core systems for financial services, human resource service and Intranet services (USD 14,964,037) as well as information technology services for field operations such as software development, telecommunications, e-mail, user services, etc. (USD 4,267,585).

⁴ Includes costs for maintaining Minimum Operating Security Standards and funds for unforeseen security needs (USD 3,000,000) and cost-sharing of UNSECOORD and Malicious Acts Insurance Policy (USD 2,006,750).

⁵ Includes the development of processes and procedures.